

MEMORANDUM FOR: Assistant Director for Research and Reports

SUBJECT: Proposed NSCDD for Exploitation of Foreign Publications

Problem: To determine whether the exploitation of foreign language publications by CIA as a service of common concern should be authorized by an NSCDD.

Discussion:

1. The functions of Foreign Documents Division are (a) to provide a translation service for CIA, and (b) to exploit foreign languages for intelligence purposes.

2. The latter developed from the responsibility of the division for the exploitation of captured documents as a service of common concern. In response to the needs of CIA and the IAC agencies for information from current foreign publications, selective exploitation by intelligence-officer linguists has been carried on for the benefit of all the IAC agencies. Soviet, Satellite, Near and Far Eastern publications have been exploited without duplicating coverage of such material by other government facilities in the US or abroad. The other agencies have come to depend upon CIA for this limited common service, but it has not been authorized by the NSC.

3. CIA is largely dependant upon the other agencies for the overseas procurement and transmittal to FDD of foreign publications. Many Soviet publications are available in one copy only, but information which they contain is needed by more than one intelligence agency. Central exploitation is necessary to prevent inter-agency competition for such publications and for the limited supply of trained linguists.

4. Owing to increasing CIA requirements for exploitation of specialized foreign language material, it will be impossible at some future date both to fulfill CIA requirements and continue the common service function. Translation service which is for CIA only is not affected by this conflict. It is, however, necessary to decide whether centralized exploitation should be continued as a common service, and whether FDD should accept requirements from the other IAC agencies. During the past 2 years 1/3 of the total page production of FDD has been in answer to IAC requirements. For more detailed discussion, see Tab A.

Conclusions: CIA (FDD) is providing a central service in the exploitation of foreign publications for intelligence purposes. Such centralization is efficient and necessary, in view of one-copy publications and scarcity of linguists. If it is to be continued, it should be explicitly authorized by an NSCDD. If it is not to be continued and FDD is not to accept IAC requirements, timely notice should be given to the IAC.

Recommendation: That the proposed NSCDD (Tab B) be submitted to the IAC for approval and forwarding to the NSC.


Assistant Director for Operations

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FRAN SMO REGIO FOR EXPLOITATION OF
FOREIGN PUBLICATIONS

1. Definition

"Exploitation" does not mean verbatim translation. It involves reading the original material in the foreign language and summarizing or extracting the pertinent information in English. It is the only efficient method by which the tremendous volume of published foreign material can be processed for intelligence information. The technique requires a degree of substantive competence and a knowledge of intelligence requirements as well as linguistic ability. It was developed by FPD through the exploitation of captured documents.

2. Background

- a. In 1945, the Departments of the Army and the Navy transferred their joint Washington Documents Center to CIA, which officially undertook the exploitation of captured Japanese documents "for the benefit of all the intelligence agencies". In 1947, at the request of the AC of S, G-2, the intelligence functions of the German Military Documents Section and the Special Documents Section were similarly undertaken as a common service by CIA. As the backlog of captured documents diminished and more current Soviet and Far Eastern material was received, FPD provided the only corps of trained personnel which could exploit the up-to-date material. The centralized exploitation function of FPD thus shifted to include coverage of current foreign language publications as a result of the requirements of CII and the IAC agencies. This central exploitation of selected foreign language newspapers, periodicals, scientific and technical journals, and other publications has been continued to date. With the exception of an unclassified operation under contract to the Air Forces, FPD is the only intelligence unit which systematically exploits foreign publications and disseminates the resultant information to all the intelligence agencies. In order to prevent such exploitation requirements from interfering with the translation service which FPD renders to other CIA Offices, separate provision was made for the latter function and 315 of the division T/O is now assigned to translation activities. The amount of translation provided by FPD is therefore not affected by the amount of exploitation performed.
- b. In April 1948, CIA was asked by the Department of the Army to provide a service for "translation of intelligence material of recognized joint interest". An Ad Hoc committee of the IAC considered this proposal but determined that each of the intelligence agencies should continue to translate material of departmental interest, and that CIA should coordinate the intelligence-translation effort by master index and by publication of the Consolidated Translation Survey. The DCI also informed the other agencies that CIA would "continue

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to assist the IAC agencies by providing a limited extent of translation service in certain less common languages" and would "continue the exploitation of foreign language material of joint intelligence interest as a service of common concern within its present capabilities for the year 1950". These services have been continued through 1951.

- a. From September to November 1949, consideration was given to the issuance of an ISGIL charging CIA with the exploitation of foreign language publications in accordance with the final recommendation of the Ad Hoc Committee. A draft was circulated in the IAC and agreement was nearly reached. Certain objections to the wording of the draft were raised, however, and the proposal was shelved. Revisions to eliminate these objections have been incorporated into the present draft (Tab B). It will be noted that the category of captured documents has been specifically excluded. Sufficient provision for access to such material has been made through arrangement for CIA participation in the proposed Armed Services Documents Intelligence Center (ASDIC).

3. Reasons for a Central Exploitation Service

- a. In the absence of an ISGIL, FID has continued to operate in accordance with coordinated CIA-IAC requirements. There is an unavoidable overlapping in such exploitation requirements as follows: CIA offices require political, economic, psychological, and some military information; the Department of State requires political and economic and the Armed Services require economic and military information. Both CIA (OSI) and the Services require scientific and technical information. The biographic registers of CIA and the State Department need the same category of reporting. It is therefore clearly more expedient and efficient for one agency, such as CIA (FID) to read the publications, extract the required information, and disseminate it to the respective using agencies. In this way, the common service activities of FID have grown in response to urgent requests and without duplicating any other existing facilities. When one FID publication, "Periodical Abstracts", was discontinued in 1951 an immediate protest was received from the Department of the Army, and the activity was resumed. It is anticipated that discontinuance of other forms of the present FID exploitation service would be the subject of serious protests by the other IAC agencies.
- b. CIA is largely dependent upon the other intelligence agencies for the overseas procurement of foreign publications and upon their cooperation in transmitting these to FID for exploitation in the common benefit. Many Soviet publications are available in one copy only. If CIA should discontinue the central service, such publications would be retained by the departments of major interest which procure them and this Agency would be deprived of information which is needed by our own intelligence-production offices. Other agencies would be similarly deprived. In view of the overlapping requirements of the various

intelligence agencies we believe that exploitation for the other IAC agencies can be coordinated with that which is required by CIA Offices and accomplished without necessarily expanding our present facilities. A majority of the publications must be exploited for economic, biographic, scientific, psychological, and certain other types of information to meet CIA requirements. It is feasible and efficient to extract and disseminate the political and military information simultaneously.

- c. Qualified intelligence personnel with linguistic ability are in very short supply, and other agencies are not staffed to satisfy their exploitation needs independently. If they attempted to do so, there would be even keener competition for the inadequate number of suitable personnel available for recruitment.
- d. The other IAC agencies have come to depend upon CIA for this type of service. We can, however, control the amount of exploitation performed for other agencies through the establishment of priorities for national intelligence, through the determination of common needs, and by limitations on personnel and budget. The size of FDD is also automatically limited by the lack of available linguists.

4. Need for an NSCID

We believe that there is some question as to the propriety of the performance by CIA of a service of common concern without explicit authorization of such a service by the NSC. In addition, the issuance of an NSCID would:

- a. Clarify FDD's responsibility for the exploitation of foreign publications and provide a sound basis on which to direct such activities in the future.
- b. Enable CIA to coordinate the procurement of foreign publications required for intelligence purposes, and to obtain access to single-copy publications for a sufficient length of time to exploit them in the common benefit.
- c. Give CIA authority to coordinate such minor exploitation activities as are carried on either by the other intelligence agencies or under contract to them, in order to prevent duplication (as is currently done for translations by the Consolidated Translation Survey).
- d. Allow CIA to assist the other agencies by exploiting documents of special interest in their possession which they are not equipped to handle. Such documents are often in the rarer languages and contain information of value which would not otherwise be available to CIA or any other agency.

PROPOSED NSC/D

EXPLOITATION OF FOREIGN LANGUAGE PUBLICATIONS
OTHER THAN CAPTURED DOCUMENTS

Pursuant to Section 102, paragraph d (4), of the National Security Act, the National Security Council authorizes and directs that:

1. The Director of Central Intelligence shall coordinate the exploitation of foreign language publications [exclusive of captured documents] for the purposes of foreign intelligence production, to the end that there may be minimum duplication of exploitation effort and maximum utilization of these materials for intelligence purposes.

2. Those intelligence agencies which maintain translation or exploitation units for the satisfaction of their own intelligence needs shall periodically advise the Director of Central Intelligence of work projected and in progress, and shall transmit to him copies of work completed. However, the Central Intelligence Agency shall make provisions, within budgetary limitations, for the intelligence exploitation of (a) foreign language publications of interest to more than one agency and (b) foreign language documents of special interest, upon request, when such exploitation cannot be satisfactorily performed by the Departments or Agencies concerned.

3. The Director of Central Intelligence shall coordinate the acquisition, through existing collection facilities, of foreign language publications other than captured documents required for intelligence exploitation purposes.

4. Definitions. For the purposes of this directive, the following definitions apply:

a. "Foreign Language Publications" includes all material, other than captured documents, in the form of newspapers, periodicals, pamphlets, monographs, books, and "near-print" material published in a language other than English, both inside and outside the continental limits of the United States.

b. "Exploitation" includes the production of English language excerpts, summaries, and abstracts.

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3. The Director of Central Intelligence shall coordinate the acquisition, through existing collection facilities, of foreign language publications required for intelligence exploitation purposes.
4. Nothing in this directive shall be construed to apply to captured documents.
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 - a. "Foreign language publications" includes all material in the form of newspapers, periodicals, pamphlets, monographs, books, and "near-print" material published in a language other than English, both inside and outside the continental limits of the United States.
 - b. "Foreign language documents" includes all material written, typed, printed, or otherwise reproduced in a language other than English.
 - c. "Captured documents" includes every piece of written, stamped or printed matter, regardless of content or origin, held by the enemy and coming under control of U.S. military forces.
 - d. "Exploitation" includes the production of English language excerpts, summaries, and abstracts.

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